

# *Audit*



# *Report*

UNACCOMPANIED ENLISTED PERSONNEL HOUSING  
REQUIREMENTS FOR NAVAL STATION SAN DIEGO, CALIFORNIA

Report No. 98-080

February 23, 1998

Office of the Inspector General  
Department of Defense

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### **Acronyms**

NAVFAC	Naval Facilities Engineering Command
NS	Naval Station
VHA	Variable Housing Allowance

February 23, 1998

MEMORANDUM FOR ASSISTANT SECRETARY OF THE NAVY  
(FINANCIAL MANAGEMENT AND  
COMPTROLLER)

SUBJECT: Audit Report on Unaccompanied Enlisted Personnel Housing  
Requirements for Naval Station San Diego, California  
(Report No. 98-080)

We are providing this report for information and use. This report is one in a series about **DoD** unaccompanied enlisted personnel housing requirements.

Comments on a draft of this report conform to the requirements of **DoD** Directive 7650.3 and left no resolved issues. Therefore, no additional comments are required.

We appreciate the courtesies extended to the audit staff. Questions on the audit should be directed to Mr. Wayne K. Million, Audit Program Director, at (703) 604-9312 (DSN 664-9312) or Mr. Gary R. Padgett, Audit Project Manager, at (703) 604-9243 (DSN 664-9243). See Appendix E for the report distribution. The audit team members are listed inside the back cover.

A handwritten signature in black ink that reads "David K. Steensma". The signature is written in a cursive, flowing style.

David K. Steensma  
Deputy Assistant Inspector General  
for Auditing

## Office of the Inspector General, DoD

**Report No. 98-080**  
(Project No. 6CG-0072.05)

**February 23, 1998**

### **Unaccompanied Enlisted Personnel Housing Requirements For Naval Station San Diego, California**

#### **Executive Summary**

**Introduction.** This report is one in a series that discusses the process used to determine requirements to support the construction of new unaccompanied enlisted personnel housing (barracks). The Secretary of Defense has established a new standard design criterion for future barracks construction. The Military Departments have estimated a cost of \$15.4 billion to replace existing barracks over a 30-year period to meet new standards. In FY 1997, Naval Station San Diego, California, reported a total requirement of 5,479 barracks spaces, including 3,118 barracks spaces under military control, 583 private housing assets, and a deficit of 1,778 barracks spaces.

**Audit Objectives.** The overall audit objective was to determine the validity of requirements estimated for DoD unaccompanied personnel housing. This report provides the results of the audit of unaccompanied enlisted personnel housing requirements for Naval Station San Diego, California. Audit objectives announced, but not included in this report, will be addressed in a future summary report.

**Audit Results.** Naval Facilities Engineering Command underestimated Naval Station San Diego's requirement for permanent party enlisted barracks by 153 barracks spaces. As a result, future construction costs for Naval Station San Diego have been understated by \$23.7 million for their barracks replacement program. For details of the audit results, see Part I.

**Summary of Recommendations.** We recommend that the Commander, Naval Facilities Engineering Command, recompute barracks requirements for unaccompanied permanent party enlisted personnel reported for Naval Station San Diego, and consistently use the DoD minimum standard of adequacy when counting and reporting the inventory of permanent party barracks spaces for grades E-1 to E-4. Also, calculate and report the inventories and the deficits for unaccompanied permanent party enlisted barracks requirements separately from transient barracks requirements so that the data is available for the two distinct categories of barracks requirements.

**Management Comments.** The Assistant Secretary of the Navy (Installations and Environment) concurred with the recommendation to recompute barracks requirement for permanent party personnel and to consistently report the inventory of permanent party barracks spaces. In addition, the Assistant Secretary concurred with the recommendation to separate the barracks inventories for permanent party and transient personnel on the barracks requirements reporting documentation. See Part I for a discussion of management comments and Part III for the complete text of management comments.

**Audit Response.** The Assistant Secretary of the Navy (Installations and Environment) comments are responsive to the recommendations and no additional comments are required.

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# Part I - Audit Results

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## Audit Background

In November of 1995, the Secretary of Defense signed a memorandum for the Secretaries of the Military Departments for design and construction of unaccompanied enlisted personnel housing (barracks). The memorandum established a new standard design criterion for future permanent party barracks construction. The memorandum challenged each Military Department to implement the new standard as part of an integrated barracks plan that considers optimal use of existing adequate quarters and renovation of quarters that can be made adequate. The plan encouraged use of traditional military construction and innovative use of private sector solutions. The Military Departments have estimated a cost of \$15.4 billion to replace existing barracks over a 30-year period using the new standard. The determination process identifies barracks space deficits that result in construction under the replacement program. Appendix C provides additional background information for the new barracks construction standard and the Military Departments' barracks replacement programs.

**Policy Guidance.** DoD Manual 4 165.63-M) "DoD Housing Management, " September 1993, establishes policy guidance, procedures, and responsibilities on all matters associated with barracks housing. The manual considers permanent party and transient personnel separately because they require different justifications. Permanent party personnel are assigned on permanent change of station orders, and students assigned to courses of 20 or more weeks. Barracks programming considers the housing requirements, both off-base and on-base, of all unaccompanied permanent party enlisted personnel assigned to the installation who are eligible for permanent assignment to barracks space. Excluded from programming are members assigned duty in CONUS, Alaska, or Hawaii, who would be programmable for family housing if they had not elected to be unaccompanied by dependents for reasons other than availability of housing at the permanent duty location. Projected deficits establish the baseline for new construction programming or other acquisitions. A deficit (or surplus) is determined by identifying and comparing projected requirements and assets. Military Departments use long-range personnel strength data from planning documents to support permanent party barracks construction. Support for transient personnel barracks is determined by averaging the daily number of temporary duty and other transient personnel eligible for temporary duty quarters on a confirmed reservation basis.

Naval Facilities and Engineering Command (NAVFAC) Note 11101, "Implementation of FY 1999 Base Loading System, Family Housing Requirements System and Bachelor Housing Requirements Survey, " January 1997, establishes the required actions for the bachelor housing survey. The guidance considers the bachelor housing survey to be the primary supporting document for justifying acquisition of new barracks or modernization of existing barracks. The survey consists of reviewing and validating the "Final Determination of Bachelor Housing Requirements, " (R-19 report) and the "Bachelor Personnel Housing Assets, " (R-21 report). These two reports are used to identify an organization's current and projected personnel strengths and housing assets, and a surplus or deficit of bachelor housing. OPNAVINST 11103.1B, "Policies and Procedures Governing

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Bachelor Quarters, " March 1997, defines military members considered to be permanent party personnel and authorized to reside in permanent party barracks spaces. Married active-duty military members in grades E-1 to E-4 are authorized to use permanent party barracks spaces if:

- their dependents reside outside a 50-mile radius of the installation,
- they have a proven hardship as determined by the installation commander, or
- they have a permanent party protected-status basis for the entirety of the tour at the installation.

## **Audit Objectives**

The overall audit objective was to determine the validity of requirement estimates for DoD unaccompanied personnel housing. A specific objective was to determine whether barracks requirements and cost estimates developed by the Military Departments were supported with appropriate documentation. We also announced an objective to review the management control program as it applies to the other stated objectives.

This report provides the results of the audit of barracks requirements for unaccompanied permanent party enlisted personnel located at Naval Station (NS) San Diego, California. The management control program will be discussed in a future summary report. See Appendix A for a discussion of the audit process, and Appendix B for a summary of prior coverage related to the audit objectives.

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## Barracks Requirements for Unaccompanied Permanent Party Enlisted Personnel

NAVFAC underestimated the NS San Diego requirement for unaccompanied permanent party enlisted barracks by 153 barracks spaces. The understatement occurred because the Navy did not accurately identify permanent party personnel and did not accurately report the inventory of unaccompanied permanent party barracks spaces that are used to compute unaccompanied permanent party barracks requirements. Permanent party personnel, unaccompanied single parents, rotational personnel, and unaccompanied military married to other military personnel are not reported accurately in the data used to compute permanent party barracks requirements. Voluntarily separated geographic bachelor family housing requirements are being improperly reported as unaccompanied permanent party enlisted barracks requirements. Also, the inventory of unaccompanied permanent party enlisted barracks spaces used to satisfy the unaccompanied permanent party enlisted personnel requirements for E-1 to E-4 personnel was not reported accurately. As a result, future construction costs for NS San Diego have been understated by \$23.7 million for their barracks replacement program.

### Deficit Calculation

DoD Manual 4165.63-M requires that barracks projects for new construction, repair, improvement, major renovation, and replacement of barracks be supported with data on requirements, assets, and deficits. NAVFAC Note 11101 provides guidance for preparing the Navy Bachelor Housing Survey (the R-19 report). The R-19 report projects barracks requirements 5 years into the future, and is reviewed and verified annually. The R-19 report is the primary supporting document used for justifying acquisition of new barracks or modernization of existing barracks. If the R-19 report does not show a valid requirement, then barracks projects are at risk of being dropped from the acquisition program. The R-19 report provides an analysis of the total barracks requirement at a base by comparing the effective barracks requirement with existing barracks assets. NAVFAC prepares the R-19 report and forwards it to the cognizant Engineering Field Division who has responsibility for the reportable bachelor housing data. The cognizant Engineering Field Division and the organization for which the bachelor housing is reported annually will review, make appropriate changes, and verify data contained in the R-19 report. See Appendix D for the NS San Diego R-19 report that shows the data used to calculate barracks requirements.

**Effective Barracks Requirement.** The effective barracks requirement reported on the R-19 report shows the projected total number of barracks spaces required by both unaccompanied permanent party personnel and transient personnel. The projected unaccompanied permanent party personnel data forecasts the number

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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of unaccompanied personnel expected to be assigned to a base 5 years into the future. Transient personnel data averages the number of daily transient personnel located on the base and in local housing near the base, projected personnel assigned to ships in overhaul, and projected personnel assigned to homeported rotational units.

**Permanent Party Barracks Requirement.** The effective permanent party barracks requirement is the number of unaccompanied permanent party personnel assigned to a base who are entitled to barracks spaces. To calculate the effective permanent party barracks requirement, the base first determines the total number of permanent party personnel that require housing. That number is then reduced by:

- the number of personnel that are family housing requirements,
- the number of voluntarily and involuntarily separated geographic bachelors, and
- the number of personnel deployed on a rotational basis.

**Permanent Party Personnel.** Total permanent party personnel is the number of personnel reported on the Base Loading System data for:

- host and tenant units,
- fleet air squadrons,
- mobile units,
- ships,
- two-crew submarines,
- permanent change of station students (20 weeks or more), and
- key civilian personnel.

The Navy relies on the Base Loading System to determine its long-range planning numbers. The Base Loading System data reports an installation's personnel strength data for the current year and 5 years into the future.

**Family Housing Requirement.** Permanent party personnel receiving basic allowance for quarters at the with-dependent rate are considered to be a family housing requirement. This data is extracted from the annual family housing survey.

**Geographic Bachelors.** Geographic bachelors are married permanent party personnel who are voluntarily separated from their families. This data is extracted from responses received on the annual variable housing allowance questionnaire.

**Adjustment for Deployment.** The number of unaccompanied permanent party personnel assigned to fleet air squadrons, mobile units, and two-crew submarines, as well as the number of personnel below grade E-5 assigned to large ships that are deployed for 90 days or more, are subtracted from total

## **Barracks Reauirements for Permanent Partv Enlisted Personnel**

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unaccompanied permanent party personnel. The percentage of personnel in fleet air squadrons, mobile units, and two-crew submarines requiring bachelor housing is added as a **homeport** rotational requirement.

**Transient Barracks Requirement.** The transient barracks requirement is the number of transient barracks spaces required by transient personnel located on the base and in local housing near the base, the projected number of personnel assigned to ships in overhaul, and the number of personnel projected to be assigned to homeported rotational units.

**Transients.** Transient personnel includes all temporary duty personnel, students projected to be in school for less than 20 weeks, rotational personnel at the receiving site, and reserve forces.

**Ships In Overhaul.** Data for ships that are scheduled for overhaul and whose personnel require transient barracks space while the ship is in overhaul is obtained from the Naval Sea Systems Command. The data contains a schedule for each ship to be overhauled through the next 6 years. Final base loading data provides the latest projected personnel count for each ship projected to be in overhaul.

**Homeport Rotational.** Homeport rotational personnel is a percentage of unaccompanied permanent party personnel reported for fleet air squadrons, mobile units, and two-crew submarines who are not deployed during the survey period. This category of personnel requires permanent party barracks spaces.

**Bachelor Housing Assets.** A base commander has two sources of housing assets to satisfy barracks requirements: on-base barracks, and local housing near the base. Except in high-cost, remote and overseas locations, all personnel in grades E-5 and above are normally considered to be adequately housed. Data for existing on-base assets are obtained from the NAVFAC Assets Data Base which reflects each base's barracks maximum capacity. Assets are reported by the facility condition and the number of personnel by grade that can be housed using the 1993 OSD minimum standards of adequacy for permanent party personnel. Permanent party personnel are entitled to one barracks space, the size of which is determined by grade. Table 1 shows the number and size of entitled barracks space by grade.

<b>Table 1. Barracks Space by Grade</b>	
<u>Grade</u>	<u>Entitled Barracks Space</u>
E-1 to E-4	90 sq. ft. space
E-5 to E-6	135 sq. ft. space
E-7 and above	270 sq. ft. space

The number of local housing assets is obtained from data provided by the Navy Finance Center in Cleveland. The data identifies the average number of personnel receiving basic allowance for quarters and variable housing allowance at the without-dependent rate.

## **Requirements for Unaccompanied Permanent Party Enlisted Personnel**

NS San Diego's R-19 report, May 21, 1997, reported that 22,922 enlisted personnel are either assigned or homeported at the base. The R-19 also reported an effective barracks requirement of 5,479 barracks spaces, representing 3,196 barracks spaces for unaccompanied permanent party enlisted personnel and 2,283 barracks spaces for transient personnel. Total bachelor housing assets reported was 3,701 spaces, representing 159 on-base adequate barracks spaces, 2,959 substandard barracks spaces, and 583 private housing spaces. Future authorized military construction projects were not reported for NS San Diego. The total barracks deficit was 1,778 barracks spaces. The specific deficit for permanent party barracks spaces and transient barracks spaces could not be determined from the R-19 report because the inventory of barracks spaces was reported as a total amount. We separated the requirements for the permanent party spaces from the requirement for transient barracks spaces and found that this deficit represented 1,534 permanent party barracks spaces and 244 transient barracks spaces. Our review of the R-19 report showed that the total number of unaccompanied permanent party enlisted personnel requiring barracks space did not include all personnel who are entitled to barracks space. Also, improperly included were geographic bachelors who require family housing. In addition, the inventory of unaccompanied permanent party enlisted barracks was understated for personnel in grades E-1 to E-4. Table 2 shows the net number of understated barracks spaces for unaccompanied permanent party enlisted personnel.

**Table 2. Understated Barracks Requirements for Unaccompanied Permanent Party Enlisted Personnel**

<u>Description</u>	<u>Unaccompanied Personnel</u>	<u>Barracks Spaces</u>
Permanent Party Personnel	54	54
Unaccompanied Single Parents	166	166
Rotational Personnel	30	30
Military Married to Military	<u>176</u>	<u>176</u>
<b>Subtotal</b>	426	426
<b>Less:</b>		
Geographic Bachelors	114	114
Unreported Barracks Spaces	<u>159</u>	<u>159</u>
<b>Total</b>	153	153

Adequate and substandard barracks spaces for permanent party and transient personnel were not reported separately on the barracks inventory. The R-19 report must separate permanent party barracks spaces and transient personnel spaces into categories, so that barracks requirements can be readily identified for permanent party and transient personnel.

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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**Permanent Party Data.** The 3,196 personnel reported as unaccompanied permanent party enlisted personnel requiring barracks space did not include all permanent party enlisted personnel assigned to NS San Diego. Permanent party enlisted personnel data is obtained from the baseloading report which specifies the number of aircraft, ships, personnel, and equipment that is assigned to perform the tasks and services of an individual base. The baseloading report is the primary source of personnel information for facilities' planning and the determination of family and bachelor housing requirements. Table 3 shows the number of enlisted permanent party personnel assigned at NS San Diego but not reported in permanent party data.

**Table 3. Unreported Enlisted Permanent Party Data**

<u>Grade</u>	<u>Permanent Party Personnel</u>
E-1 to E-4	26
E-5 to E-6	122
E-7 and above	82
<b>Total</b>	<b>230</b>

We verified the R-19 report's total permanent party personnel data with the baseloading report to ensure that permanent party personnel data were being reported correctly. We also contacted the local Personnel Support Detachment to obtain data regarding the number of personnel assigned to the station. As a result, we found that the 22,922 enlisted personnel reported as total permanent party did not include 230 personnel for 27 organizations located on the base. Failure to include the 230 personnel in total permanent party strength data understated the 3,196 unaccompanied permanent party enlisted personnel requiring barracks space by 54 personnel representing 54 barracks spaces. Table 4 shows the computation of unaccompanied permanent party enlisted personnel and barracks spaces for the unreported permanent party enlisted personnel.

## Barracks Requirements for Permanent Party Enlisted Personnel

**Table 4. Calculation of Unreported Unaccompanied Permanent Party Enlisted Personnel and Barracks Spaces'**

Grade	Assigned Personnel*	Married Personnel <sup>3</sup>	Difference	Barracks Spaces Per Person	Total Barracks Spaces
E-1 to E-4	26	18	8	1	8
E-5 to E-6	122	93	29	1	29
E-7 to E-9	82	65	<u>17</u>	1	<u>17</u>
<b>Total</b>			<b>54</b>		<b>54</b>

'Barracks spaces for each grade is computed as follows: (number of personnel assigned) - (number of married personnel) = (number of unreported unaccompanied permanent party enlisted personnel) x (barracks spaces per person) = (total barracks spaces) by grade.

\*Projected baseloading data was not available for the 27 units. Actual personnel data was used for the computation.

<sup>3</sup>Marital status obtained from actual personnel data.

NAVFAC annually provides NS San Diego the R-19 report to be updated. This involves review and verification of total permanent party personnel data reported on the R-19 report with current and projected baseloading personnel data to ensure that all personnel supported by NS San Diego are accurately identified. Proper planning for barracks space requires accurate identification of the number and types of forces to be supported by the shore establishment.

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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**Unaccompanied Single Parents.** The number of single parents without custody of a dependent child was not identified accurately in the R-19 report. Permanent party personnel who are single parents without legal custody of a dependent are considered unaccompanied permanent party personnel and are reported as permanent party barracks requirements. NAVFAC determines the number of single parents without custody of a dependent from responses received on the annual variable housing allowance (VHA) survey questionnaire. Table 5 shows the number of personnel responding to the VHA survey questionnaire as unaccompanied single parents within the San Diego housing complex.

**Table 5. Unaccompanied Single Parents Data**

<u>Grade</u>	<u>Unaccompanied Single Parents</u>
E-1 to E-4	133
E-5 to E-6	279
E-7 and above	<u>116</u>
<b>Total</b>	<b>528</b>

We evaluated the calculations used to determine permanent party barracks requirements reported on the R-19 report. The Navy reported only those service members responding to the VHA questionnaire as being a single parent without custody of a dependent child as permanent party barracks requirements. Failure to recognize the number of unaccompanied single parents who did not respond to the VHA questionnaire has understated the permanent party barracks requirements by 166 unaccompanied permanent party enlisted personnel. Table 6 shows the computation of nonresponsive unaccompanied single parents and barracks spaces.

## Barracks Requirements for Permanent Party Enlisted Personnel

<b>Table 6. Computation of Nonresponsive Unaccompanied Single Parents and Barracks Spaces<sup>1</sup></b>					
Grade	Unaccompanied Single Parents Per NAVFAC <sup>2</sup>	Unaccompanied Single Parents Per IG DoD <sup>3</sup>	Difference	Barracks Spaces Per Person	Total Barracks Spaces
E-1 to E-4	50	168	118	1	118
E-5 to E-6	105	137	32	1	32
E-7 to E-9	44	60	<u>16</u>	1	<u>16</u>
<b>Total</b>			<b>166</b>		<b>166</b>
<sup>1</sup> Barracks spaces for each grade are computed as follows: (number of unaccompanied single parents per NAVFAC) - (number of unaccompanied single parents per IG DoD) = (number of nonresponsive unaccompanied single parents) x (barracks spaces per person) = (total barracks spaces) by grade.					
<sup>2</sup> The actual number of unaccompanied single parents for the NS San Diego subcomplex could not be determined. NAVFAC calculated unaccompanied single parents by multiplying the 528 single parents responding to the VHA questionnaire by a ratio of NS San Diego's subcomplex enlisted family housing requirement to the total of San Diego's complex enlisted family housing requirements.					
<sup>3</sup> IG DoD calculated unaccompanied single parents by multiplying the 1,013 single parents at the NS San Diego subcomplex according to Bureau of Personnel data by a ratio by grade of accompanied to unaccompanied single parents for shore based personnel located at NS San Diego.					

Single parents are also included as a category of personnel that require DoD housing. However, the custodial status of a single parent's dependent determines if the individual is entitled to barracks housing or family housing. Proper identification of unaccompanied single parents will eliminate overestimating the number of unaccompanied permanent party personnel requiring family housing and underestimating the number of unaccompanied permanent party enlisted barracks spaces needed for unaccompanied single enlisted parents.

**Rotational Personnel.** The Navy excluded those personnel assigned to rotational units that are not deployed in the 3,196 personnel reported as permanent party barracks requirements. NS San Diego houses Navy units that deploy on a rotational cycle. These units normally deploy for at least 90 days. The Navy has determined a fixed percent for each category of deployable units that are always deployed. For example, 33 percent of fleet air squadrons are always on deployment. The remaining 67 percent of fleet air squadrons are not deployed and are considered unaccompanied permanent party barracks requirements. However, these unaccompanied permanent party personnel are reported on the R-19 report as transient barracks requirements. Table 7 shows the number of enlisted personnel that were assigned to rotational units.

## Barracks Requirements for Permanent Party Enlisted Personnel

**Table 7. Rotational Enlisted Personnel Data**

<u>Grade</u>	<u>Permanent Party Personnel Assigned<sup>1</sup></u>
E-1 to E-4	32
E-5 to E-6	90
E-7 and above	<u>122</u>
<b>Total</b>	<b>244</b>

<sup>1</sup>Total personnel assigned to mobile units.

We evaluated the R-19 report to ensure that it accurately reported permanent party personnel located at the base. The Navy included 30 personnel transient barracks requirements when the unaccompanied permanent party enlisted personnel should have been reported as unaccompanied permanent party enlisted barracks requirements. Table 8 shows the calculation of unaccompanied permanent party enlisted personnel and barracks spaces for personnel assigned to rotational units.

**Table 8. Calculation of Rotational Unaccompanied Permanent Party Enlisted Personnel and Barracks Spaces<sup>1</sup>**

Grade	Assigned Personnel	Marital Factor <sup>2</sup>	Non Deployed Percent <sup>3</sup>	Unaccompanied Personnel Needing Spaces	Barracks Spaces Per Person	Total Barracks Spaces
E-1 to E-4	32	.678	.5	11	1	11
E-6 to E-6	90	.238	.5	11	1	11
E-7 to E-9	122	.132	.5	<u>8</u>	1	<u>8</u>
<b>Total</b>				<b>30</b>		<b>30</b>

<sup>1</sup>Barracks spaces for each grade are computed as follows: (number of personnel assigned) x (marital factor) x (percent of personnel not deployed) = (number of unaccompanied permanent party enlisted personnel not deployed) x (barracks spaces per person) = (total barracks spaces) by grade.

<sup>2</sup>Marital factor is grade specific for NS San Diego.

<sup>3</sup>Percent representing nonrotational personnel for mobile units.

The R-19 report identifies personnel requiring barracks spaces as permanent party personnel or transient personnel. The number of personnel assigned to rotational units that are always located at NS San Diego should be included in the permanent party personnel section of the R-19 report. This will help to ensure that the number of unaccompanied permanent party enlisted personnel requiring barracks spaces is reported accurately.

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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**Military Married To Military.** NAVFAC did not include military married to other military members who are unaccompanied, in the 3,196 unaccompanied enlisted personnel reported as permanent party enlisted personnel requiring barracks spaces. Military married to other military personnel who are assigned to the same duty location are considered to be family housing requirements. However, when the married military personnel are assigned to different duty locations, each member unaccompanied by a dependent is entitled to a permanent party barracks space. NAVFAC matches the last names of military married to other military personnel that are reported on a base's manpower data provided by the Bureau of Naval Personnel. Those married military personnel whose last names match are each considered to be a family housing requirement. Therefore, the family housing requirements are reduced by one unit for each set of matching last names. Generally, the remaining unaccompanied military married to other military personnel are each counted as a family housing requirement. Table 9 shows the total number of military married to other military members that was identified for the NS San Diego subcomplex.

**Table 9. Military Married to Military Personnel Data**

<u>Grade</u>	<u>Military Married to Military Personnel</u>
E-1 to E-4	386
E-5 to E-6	314
E-7 and above	104
<b>Total</b>	<b>804</b>

We verified the 3,196 unaccompanied permanent party enlisted personnel reported on the R-19 report as requiring unaccompanied permanent party enlisted barracks spaces to ensure that all unaccompanied permanent party enlisted personnel entitled to barracks spaces were being reported correctly. As a result, we determined that 176 unaccompanied military married to other military personnel were not reported as requiring unaccompanied permanent party enlisted barracks space. Table 10 shows the computation of personnel and barracks spaces for the unaccompanied military married to other military personnel.

## Barracks Requirements for Permanent Party Enlisted Personnel

**Table 10. Computation of Unaccompanied Military Married to Other Military Personnel and Barracks Spaces<sup>1</sup>**

Grade	Military Married to Military Per NAVFAC <sup>2</sup>	Military Married to Military Per IG DoD <sup>3</sup>	Difference	Barracks Spaces Per Person	Total Barracks Spaces
E-1 to E-4	386	267	119	1	119
E-5 to E-6	314	277	37	1	37
E-7 to E-9	104	84	<u>20</u>	1	<u>20</u>
<b>Total</b>			<b>176</b>		<b>176</b>

<sup>1</sup>Barracks spaces for each grade are computed as follows: (number of military married to other military personnel per NAVFAC) - (number of military married to other military personnel per IG DoD) = (number of unaccompanied military married to other military personnel) x (barracks spaces per person) = (total barracks spaces) by grade. Data for May 21, 1997 was unavailable. Therefore, current data was used in the computation.

<sup>2</sup>The number of military married to other military personnel remaining after the last name match of personnel data.

<sup>3</sup>IG DoD calculated the number of unaccompanied military married to other military personnel from actual current personnel data for NS San Diego.

Unaccompanied military married to other military personnel require unaccompanied permanent party enlisted barracks spaces. Unaccompanied married military personnel should be categorized with other permanent party enlisted personnel so that unaccompanied permanent party enlisted barracks requirements can be accurately identified. Also, proper identification of unaccompanied permanent party enlisted barracks requirements will ensure that family housing requirements are not overstated.

**Geographic Bachelors.** The 3,196 personnel reported as unaccompanied permanent party personnel requiring barracks space included geographic bachelors. A geographic bachelor is a permanent party person assigned to an organization in CONUS, Alaska, or Hawaii with permanent change of station orders which allow for the transfer of dependents; receives basic allowance for quarters at the "with dependent" rate; has applied for bachelor housing space; and whose dependents live outside the host command's geographic area (generally outside a 1-hour peak rush hour commuting distance). DoD 4165.63-M specifically excludes personnel for whom family housing is programmable from unaccompanied permanent party enlisted barracks requirements. Also excluded are personnel assigned duty in the CONUS, Alaska, or Hawaii, who would be programmable for family housing if they had not elected to be unaccompanied by dependents for reasons other than availability of housing at the permanent duty location. Table 11 shows the total number of voluntarily separated geographic bachelors identified by the VHA questionnaire responses for the NS San Diego housing complex.

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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**Table 11. Geographic Bachelor Data**

<u>Grade</u>	<u>Geographic Bachelors</u>
E-1 to E-4	114
E-5 to E-6	191
E-7 and above	64
<b>Total</b>	<b>369</b>

We evaluated the R-19 report to ensure that only unaccompanied permanent party enlisted personnel were included in the unaccompanied permanent party enlisted barracks requirements. NAVFAC included 114 bachelor personnel as unaccompanied permanent party enlisted barracks requirements when the personnel were voluntarily separated geographic bachelors. Specifically, the 114 voluntarily separated geographic bachelors in grades E-1 to E-4 were not removed from the effective family housing requirement used to calculate unaccompanied permanent party enlisted personnel. The Navy removed voluntarily separated geographic bachelors in grades E-5 to E-9 from the calculation of unaccompanied permanent party enlisted personnel. Thus, the unaccompanied permanent party enlisted barracks requirements for grades E-1 to E-4 were overstated by 114 barracks spaces.

**Permanent Party Barracks Inventory.** The Navy did not accurately report the number of unaccompanied permanent party enlisted barracks spaces used to satisfy the unaccompanied permanent party enlisted barracks requirements. We evaluated the inventory of adequate and substandard barracks spaces reported on the R-19 report for permanent party personnel. We determined that barracks spaces for three of five barracks buildings were not reported accurately. The Navy used the new construction standard in lieu of the minimum standard of adequacy to count barracks spaces reported for those three barracks used to house E-1 to E-4 personnel. Table 12 shows the calculation of unreported permanent party barracks spaces.

## Barracks Requirements for Permanent Party Enlisted Personnel

**Table 12. Permanent Party Barracks Space Data'**

<u>Building Number</u>	<u>Reportable Barracks Spaces Per IG DoD<sup>2</sup></u>	<u>Reportable Barracks Spaces Per NAVFAC<sup>3</sup></u>	<u>Difference</u>
3205A	114	57	57
3205B	114	57	57
3205C	90	45	<u>45</u>
<b>Total</b>			<b>159</b>

'Barracks spaces are computed as follows: (number of barracks spaces per IG DoD) - (number of barracks spaces per NAVFAC) = (number of unreported barracks spaces) by building.

<sup>2</sup>DoD minimum standard of adequacy of 90 sq. ft. used to count barracks spaces.

<sup>3</sup>New construction minimum adequacy of standard 118 sq. ft. used to count barracks spaces.

The R-19 report identifies the inventory of barracks spaces for permanent party personnel and transient personnel as a single entry. Like the calculation of permanent party personnel and transient personnel entitled to barracks space, the barracks inventory for these two distinct categories of personnel requiring barracks spaces needs to be reported separately. This would allow for accurate identification of the barracks requirements for each of the two categories of barracks.

## Cost of Underestimate

The Navy has underestimated its unfunded barracks replacement construction cost by \$23.7 million by not accurately identifying personnel and barracks spaces used to satisfy unaccompanied permanent party enlisted barracks requirements. The estimated average cost to construct a barracks space at NS San Diego is \$73,500 for grades E-1 to E-4, and \$147,000 for grade E-5 and above. By adding a net of 153 barracks spaces to the unaccompanied permanent party enlisted barracks requirements, replacement cost needs can be changed.

- Adding 54 unreported unaccompanied permanent party enlisted personnel increases barracks requirements cost by \$7.4 million.

- Adding 166 unaccompanied single parents increases barracks requirements cost by \$15.7 million.

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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- Adding 30 rotational personnel increases barracks requirements cost by \$3.6 million.
- Adding 176 unaccompanied military married to other military personnel increases barracks requirements cost by \$17.1 million.
- Deleting 114 voluntarily separated geographic bachelors reduces barracks requirements cost by \$8.4 million.
- Adding 159 unreported barracks spaces to the permanent party barracks inventory reduces barracks requirements cost by \$11.7 million.

### **Summary**

The Navy has underestimated the barracks requirements for unaccompanied permanent party enlisted personnel. The understatement occurred because the Navy did not accurately identify permanent party personnel, and did not accurately report the inventory of permanent party barracks spaces that is used to compute permanent party barracks requirements.

Accurate identification of personnel and inventory of permanent party barracks spaces is an essential part of the barracks requirements determination process. The Navy's barracks replacement program focuses on reducing the barracks deficit. The Navy's deficit of 1,534 unaccompanied permanent party enlisted barracks spaces at NS San Diego needs to be increased to 1,687 barracks spaces by adding 153 barracks spaces.

Proper identification of personnel requiring unaccompanied permanent party enlisted barracks space and inventory of permanent party barracks spaces is needed to ensure that future barracks construction projects are planned to meet accurately identified and authorized requirements.

### **Recommendations, Management Comments, and Audit Response**

We recommend the Commander, Naval Facilities Engineering Command:

1. Recompute barracks requirements for unaccompanied permanent party enlisted personnel reported on the R- 19 report for NS San Diego. Specifically, in computing the requirements:

- a. Identify all current and future base loading personnel data,
- b. Identify all unaccompanied single parents,

## **Barracks Requirements for Permanent Party Enlisted Personnel**

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- c. Remove rotational personnel from the transient portion of the R-19 report and place in the appropriate permanent party section,
  - d. Recognize and count unaccompanied military married to other military personnel as permanent party barracks requirements,
  - e. Remove voluntarily separated geographic bachelors in grades E-1 to E-4 from unaccompanied permanent party enlisted barracks requirements, and
  - f. Consistently use DoD minimum standard of adequacy when counting and reporting the inventory of permanent party barracks spaces for grades E-1 to E-4.
2. Report separately the barracks inventories for permanent party personnel and transient personnel on the R-19 report. Also, calculate and report the deficits for permanent party barracks requirements and transient barracks requirements so that the data is available for the two distinct categories of barracks requirements.

**Management Comments.** The Assistant Secretary of the Navy (Installations and Environment) concurred with Recommendations 1. a. through 1 .e. and Recommendation 2. The Assistant Secretary partially concurred with Recommendation 1.f. and stated that the Navy will consistently count the inventory of permanent party barracks spaces using the new building standard of 118 net square feet for E-1 toE-4 barracks spaces when programming funding requirements needed to achieve the new standard.

**Audit Response.** The Assistant Secretary of the Navy (Installations and Environment) comments are responsive. Although, the Navy partially concurred with Recommendation 1. f., the comments met the intent of the recommendation and no additional comments are required.

## **Part II - Additional Information**

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## Appendix A. Audit Process

### Scope

We reviewed the process and supporting documentation used to develop the unaccompanied personnel housing requirements for Naval Station San Diego. We limited the scope of the audit to personnel housing requirements for unaccompanied permanent party enlisted personnel. Also, the scope of the audit is limited in that we did not review the management control program. The management control program will be discussed in a separate summary report.

### Methodology

We performed the audit using DoD and Navy guidance for determining barracks requirements. We relied on computer-processed data when reviewing the Base Loading document, September 18, 1996, data for future manpower estimates used in the requirements determination process. The organization's data was uniformly produced and verified by the organization. We reviewed adjustments made to that data and determined the data to be adequate and reliable.

**Audit Period, Dates, and Standards.** This economy and efficiency audit was made from March through October 1997 in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD.

**Contacts During the Audit.** We visited or contacted individuals and organizations within the DoD. Further details are available on request.

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## Appendix B. Summary of Prior Coverage

### Inspector General, DoD

Inspector General, DoD Report No. 97-142, "Unaccompanied Enlisted Personnel Housing Requirements for Marine Corps Base Camp Pendleton, California," May 9, 1997, states that Marine Corps Base Camp Pendleton overestimated the number of unaccompanied permanent party enlisted personnel requiring barracks by 5,184 spaces. The overestimate occurred because guidance for barracks requirements did not specify removing ineligible Marines from personnel data used to compute barracks requirements. The report recommended that the Commandant of the Marine Corps revise guidance for computing barracks requirements to require that transient, deployed, and enlisted personnel in grades E-6 and above residing in the local community be excluded from personnel strength data used to determine permanent party barracks requirements. Also recommended was that the Commanding General, Marine Corps Base Camp Pendleton, remove transient personnel, deployed personnel on a rotational cycle, and personnel in grades E-6 and above residing in the local community from permanent party personnel data used in determining barracks requirements. The Marine Corps agreed with the recommendations to revise guidance for computing barracks requirements and to remove transient personnel, deployed personnel and E-6 personnel residing in the community from data used to determine permanent party barracks requirements.

Inspector General, DoD Report No. 98-003, "Unaccompanied Enlisted Personnel Housing Requirements for Marine Corps Base Camp Lejeune, North Carolina," October 3, 1997, states that Marine Corps Base Camp Lejeune overestimated the number of unaccompanied permanent party enlisted personnel requiring barracks by 6,591 spaces. The overestimate occurred because guidance for barracks requirements did not specify removing ineligible Marines from personnel data used to compute barracks requirements. The report recommended that the Commandant of the Marine Corps revise guidance for computing barracks requirements to require that transient, deployed, and student personnel whose training is less than 20 weeks be excluded from personnel strength data used to determine permanent party barracks requirements. Also recommended was that the Commanding General, Marine Corps Base Camp Lejeune, remove transient personnel deployed personnel on a rotational cycle, and student personnel whose training is less than 20 weeks from permanent party personnel data used in determining barracks requirements. The Marine Corps agreed with the recommendations to revise guidance for computing barracks requirements and to remove transient personnel, deployed personnel and student personnel whose training is less than 20 weeks from data used to determine permanent party barracks requirements.

### Army Audit Agency

U.S. Army Audit Agency Report No. AA 97-97, "Space Utilization, U.S. Army Infantry Center and Fort Benning, Fort Benning, Georgia" January 6, 1997, found that new construction requirements for barracks to house permanent party soldiers were overstated. Fort Benning overstated barracks requirements for the Ranger regiment by 174 spaces at an estimated cost of \$6.9 million because it included single soldiers with dependents in the requirements determination process (computations). The report recommended that the command recalculate barracks requirements for permanent party soldiers, excluding single soldiers with dependents from the calculations and to obtain the projected strength figures from the most current Army Stationing and Installation Plan. Also, the command to reduce the requirement for construction of permanent party barracks in the installations master plan to accurately reflect the shortage of adequate barrack space, revise the FY 97 barracks construction project for the Ranger regiment and delete the excess requirements is included in the project justification. The Command concurred with all the recommendations.

U.S. Army Audit Agency Report No. AA 96-218, "Audit of Barracks Requirements, U.S. Army Signal Center and Fort Gordon, Fort Gordon, Georgia," June 14, 1996, found that barracks requirements for permanent party soldiers at Fort Gordon were significantly overstated. Fort Gordon overstated barracks requirements because it incorrectly computed the number of unaccompanied enlisted soldiers authorized barracks space. Specifically, single soldiers with dependents were counted as bachelors and included in the computation of barracks requirements. By overstating requirements, Fort Gordon incorrectly concluded that there was a shortage of adequate barracks space for its permanent party soldiers, and needed to build a 300-person barracks during FY 1998 at an estimated cost of \$17.5 million. The report recommended that the command cancel construction of the 300-person barracks project. The Army nonconcurred with the recommendation and stated that a deficit still exists to support the 300-person barracks because of the new "1 + 1" construction standard. However, the Army agreed to reevaluate barracks requirements because of the new construction standard and have the results validated. Army Audit considered the comments to be responsive.

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## Appendix C. Background for the Barracks Replacement Program

### New Design and Construction of Barracks Housing

On November 6, 1995, Secretary of Defense Memorandum "Design and Construction of Unaccompanied Enlisted Personnel Housing (Barracks)," established a maximum allowable area per occupant for new, permanent, barracks construction. The memorandum complies with United States Code, Title 10, Section 2856, to establish a new standard design criterion for future permanent party barracks construction. The standard for new construction does not apply to barracks constructed for transients, recruits, or members receiving entry-level skill training. The standard for new construction is optional for barracks outside CONUS funded by other than the United States or constrained by site conditions, and for barracks to house other than the full-time active-duty Service members.

New barracks construction will be based on a module consisting of two individual living/sleeping rooms with closets, and a shared bath and service area. The standard for new construction is referred to as "1 + 1." Designs should be developed to produce 1  $\text{lm}^2$  (118 square feet) of net living area per living/sleeping room, measured from the inside face of the walls to include all clear floor areas.

The standard for new construction is to be implemented as soon as practical, taking into consideration that barracks projects are at various stages of design and construction. The standard for new construction may be waived by the Secretary of a Military Department under the following circumstances:

- Wherever the Secretary determines that unique mission requirements or operational commitments are better served by congregated living (for example, Seal Teams, Force Reconnaissance Marines, and Special Forces).
- Wherever the Secretary determines that the collective quality of life for members of a Military Department would be enhanced by a lesser construction standard, but providing new quarters to a larger number of members.

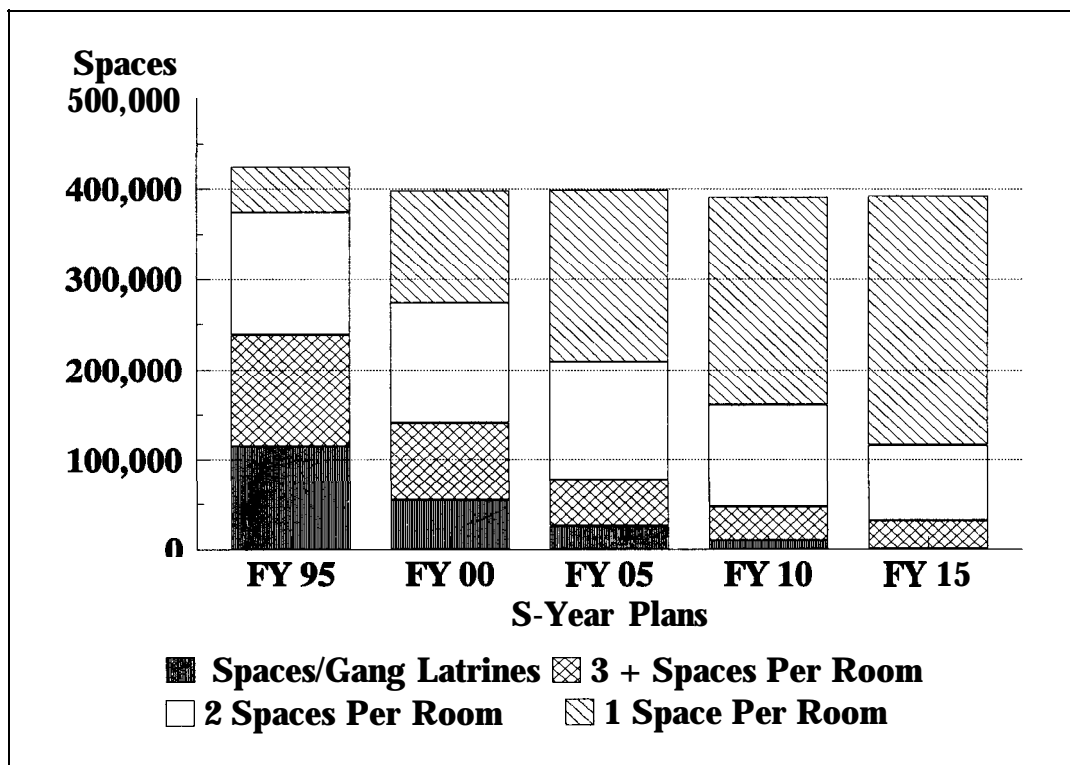
Existing barracks will not be considered inadequate for assignment because of the new construction standard. The Secretary challenged each Military Department to implement the new standard as part of an integrated barracks plan that considers optimal use of existing adequate quarters, renovation of those that can be made adequate through traditional military construction, and innovative use of private sector solutions.

## Appendix C. Background for the Barracks Replacement Program

### Implementation Plans

Each of the Military Departments submitted to the Secretary of Defense a plan to implement the new construction standard Service wide. The plans contain each Military Department's projected number of permanent party space requirements, existing permanent party barracks configuration, resources required and projected schedules for converting existing barracks to the new 1 + 1 construction standard. The following figure shows the collective impact of these plans over a 20-year period. During that period, the number of spaces served by gang latrines would be reduced from 115,520 to 700. Spaces occupied by three or more persons would fall from 123,316 to 30,978.

### DoD Barracks Replacement Program



## Composite Barracks Configuration

The table below provides data regarding the Military Departments' estimated barracks requirements, funding required to convert existing barracks to the new construction standard, and the timelines for completing the conversions.

<b>Military Department Barracks Implementation Plans</b>						
<u>Military Department</u>	<u>End State Reached</u>	<u>Total Permanent Spaces Required</u>	<u>Resources Required (\$ In Millions)</u>			<u>Total</u>
			<u>MILCON</u> <sup>1</sup>	<u>O&amp;M</u> <sup>2</sup>	<u>Other</u> <sup>3</sup>	
Army	2020	199,000	\$6,480	\$1,710	\$1,295	\$9,485
Navy	2013	144,100	2,035	325	299	2,659
Air Force	2019	115,710	799	320	481	1,600
Marine Corps	2035	<u>97,834</u>	<u>1,125</u>	<u>300</u>	270	<u>1,695</u>
<b>Total</b>		556,644	10,439	2,655	2,345	15,439

<sup>1</sup>MILCON - Military Construction  
<sup>2</sup>O&M- Operations and Maintenance  
<sup>3</sup>The Other category is anticipated foreign government investments (Payment-In-Program, Republic of Korea Program, and Japanese Facilities Improvement Program).

# Appendix D. Final Determination of Bachelor Housing Requirements

21 MAY 97

## FINAL DETERMINATION OF BACHELOR HOUSING REQUIREMENTS SUB-COMPLEX-13 OF COMPLEX-MF

FACSO RPT SYM/NO7300/R920IRI9-I

PAGE 1

NAME AND LOCATION OF HOST ACTIVITY	FAMILY HOUSING COMPLEX	MAJOR CLAIMANT	UIC	EFD
NAVSTA SAN DIEGO CA	NC SAN DIEGO, CA	PACFLT	N00245	SOWESTDV

1 PROJECTED STRENGTH DATA AS OF N 2002

	WI-02 (A)	OFFICERS 03-010 (B)	TOT OFF (C)	A SCHOOL (A)	EI-E4 (B)	ENLISTED E5-E6 (C)	E7-E9 (D)	TOT ENL (E)
2 TOTAL PERMANENT PARTY (SUM OF LINES 3-10)	724	1,173	1,897		12,029	8,406	2,487	22,922
3 HOST/TENANT	76	496	572		1,179	2,186	1,078	4,443
4 FLEET AIR SQUADRONS								
5 MOBILE UNITS	6	134	140		32	90	122	244
6 LARGE SHIPS	634	535	1,169		10,677	6,055	1,280	18,012
7 SMALL SHIPS	8	8	16		31	59	6	96
8 TWO-CREW SUBMARINES								
9 PCS STUDENTS (20 WEEKS OR MORE)					110	16	1	127
10. KEY CIVILIANS								
11. EFF FAMILY HSG REQ (LN 7 DD1378/LN11DD1523)	334	873	1,207		3,766	6,217	2,094	12,077
12. GEOGRAPHICAL BACHELORS	6	14	20			191	64	255
13. PERMANENT PARTY BACHELORS (2-1 1-12)	384	286	670		8,263	1,998	329	10,590
14. PERCENTAGE OF BACHELOR PERSONNEL (LINE 13/2)	53.0	24.4	35.3		68.7	23.8	13.2	46.2
15. ADJUSTMENTS (SUM OF LINES 16-20)	3	33	36		7,357	21	16	7,394
16. FLEET AIR SQUADRONS (LINE4 X LINE 14)								
17. MOBILE UNITS (LINE5 X LINE 14)	3	33	36		22	21	16	59
18. LARGE SHIPS (LINE 6 X LINE 14)					7,335			7,335
19. TWO-CREW SUBMARINES (LINE 8 X LINE 14)								
20. OTHER								
21. EFFECTIVE PERMANENT PARTY BH RQMT (LINE 13-15)	381	253	634		906	1,977	313	3,196
22. PROGRAMMING LIMIT (99% LINE 21)	343	228	571		815	1,779	282	2,876
* REMOTE LOCATIONS = 100%								
23. TOTAL TRANSIENTS (SUM OF 24 - 26)	23	110	133	85	1,133	837	313	2,283
24. TRANSIENTS (AVG)	13	34	47	85	817	317	102	1,236
25. SHIPS IN OVERHAUL	8	59	67		305	509	203	1,017
26. HOMEPORTED ROTATIONAL	2	17	19		11	11	8	30
27.								
28. TOTAL EFFECTIVE BH RQMT (SUM OF 21 + 23)	404	363	767	85	2,039	2,814	626	5,479
29. TOTAL PROGRAMMING LIMIT (SUM OF 22 + 23)	366	338	704	85	1,948	2,616	595	5,159
30. ADEQUATE BH ASSETS (SUM OF 31 + 36)	369	257	626		2,395	963	343	3,701
31. MILITARY CONTROL (SUM OF LINES 32-35)	60	4	64		2,395	579	144	3,118
32. EXISTING ADEQUATE					159			159
33. FUNDED PRIOR YEARS (FY - )								
34. FY 98 PROGRAM TO CONGRESS								
35. SUBSTANDARD (MAY BE MADE ADEQUATE)	60	4	64		2,236	579	144	2,959
36. PRIVATE HOUSING	309	253	562			384	199	583
37. TOTAL EFFECTIVE DEFICIT (LINE 28-30)	35	106	141	85	356-0	1,851	283	1,778
38. TOTAL PROGRAMMING DEFICIT (LINE 29-30)	0	81	1	85	0	1,653	252	1,905

IF A SURPLUS EXISTS WITHIN THE COL, COL = 0

\* LINE 22 REMOTE LOCATIONS: AI AK BA DI EB FT FU LB1 1 LB12 MD11MF11 MF26 MF27 OA 10 OA11 PY RH MF 13  
ENCLOSURE (1)

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## **Appendix E. Report Distribution**

### **Office of the Secretary of Defense**

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Under Secretary of Defense (Comptroller)  
Deputy Chief Financial Officer  
Deputy Comptroller (Program/Budget)  
Assistant Secretary of Defense (Public Affairs)

### **Department of the Army**

Auditor General, Department of the Army

### **Department of the Navy**

Assistant Secretary of the Navy (Financial Management and Comptroller)  
Commander, Naval Facilities Engineering Command  
Commanding Officer, Naval Station San Diego

### **Department of the Air Force**

Assistant Secretary of the Air Force (Financial Management and Comptroller)  
Auditor General, Department of the Air Force

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Inspector General, National Security Agency  
Inspector General, Central Imagery Office  
Inspector General, Defense Intelligence Agency

## **Appendix E. Report Distribution**

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### **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget  
Technical Information Center, National Security and International Affairs Division,  
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations  
Senate Subcommittee on Defense, Committee on Appropriations  
Senate Subcommittee on Military Construction, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on Military Construction, Committee on Appropriations  
House Subcommittee on National Security, Committee on Appropriations  
House Committee on Government Reform and Oversight  
House Subcommittee on Government Management, Information and Technology,  
Committee on Government Reform and Oversight  
House Subcommittee on National Security, International Affairs, and Criminal  
Justice, Committee on Government Reform and Oversight  
House Committee on National Security

## **Part III - Management Comments**

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# Department of the Navy Comments



DEPARTMENT OF THE NAVY  
OFFICE OF THE ASSISTANT SECRETARY  
(INSTALLATIONS AND ENVIRONMENT)  
1000 NAVY PENTAGON  
WASHINGTON, D.C. 20350-1000

MEMORANDUM FOR **THE** DEPUTY ASSISTANT INSPECTOR **GENERAL** FOR  
AUDITING

Subj: DRAFT AUDIT REPORT ON UNACCOMPANIED **ENLISTED** PERSONNEL  
**REQUIREMENTS** FOR NAVAL STATION SAN DIEGO, CA (**PROJECT** NO.  
**6CG-0072.05**)

Ref: (a) **DoDIG** memo dtd 23 **Dec** 97

Reference (a) requested Department of the Navy comments on the draft **DoDIG** audit report regarding unaccompanied personnel housing requirements at Naval Station San Diego, CA. In general, the Department concurs with the audit recommendations. Detailed comments are attached.

A handwritten signature in black ink, appearing to read "Duncan Holaday".

Duncan Holaday  
Deputy Assistant Secretary  
(Installations and Facilities)

Attachment: **DoN** Response to **DoDIG** Audit

copy to:  
CNO (**N44**)  
COMNAVFAC (**HSG**)

DEPARTMENT OF THE NAVY RESPONSE  
TO  
DODIG DRAFT REPORT OF DECEMBER 23, 1997  
ON  
UNACCOMPANIED ENLISTED PERSONNEL HOUSING  
REQUIREMENTS FOR NAVAL STATION SAN DIEGO, CALIFORNIA  
REPORT NO. 6CG-0072.05

Recommendation: We recommend the Commander, Naval Facilities Engineering Command -

a. Recompute barracks requirements for permanent party personnel reported on the R-19 report for NS San Diego. Specifically, in computing the requirements:

- Identify all current and future base loading personnel data,
- Identify all unaccompanied single parents,
- Remove rotational personnel from the transient portion of the R-19 report and replace in the appropriate permanent party section,
- Recognize and count unaccompanied military married to other military personnel as permanent party barracks requirements,
- Remove voluntarily separated geographic bachelors in grades E-1 to E-4 from permanent party barracks requirements, and
- Consistently use DoD minimum standards of adequacy when counting and reporting the inventory of permanent party barracks spaces for grades E-1 to E-4.

Department of the Navy Response:

Concur - All current and future base loading personnel data will be identified. This is an ongoing process which has been and will continue to be updated.

Concur - All unaccompanied single parents will be identified. Additional analysis will be performed to identify whether these members should be included as a barracks requirement.

Concur - Rotational personnel will be included in a separate permanent party section of the R-19 Report.

Concur - Military married to military with no other dependents, not in the same geographical location, are not identified as family housing requirements and therefore are included as potential bachelor housing requirements.

## Department of the Navy Comments

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Concur - All voluntarily separated geographic bachelors will be eliminated from future permanent party requirements.

Partially Concur - Ninety net square feet per person (180 nsf per living space) was the governing DoD construction standard for E1-E4 barracks spaces before the new 1+1 standard was implemented in Nov 95. Navy now applies the 118 nsf per person standard for E1-E4 when programming funding requirements necessary to achieve the 1+1 standard for permanent party BEQs. Application of the 1+1 standard will be governed by revision to OPNAVINST 11103.1 estimated to be completed by July 1998.

**Recommendation:** We recommend the Commander, Naval Facilities Engineering Command -

b. Report separately the barracks inventories for permanent party personnel and transient personnel on the R-19 report. Also, calculate and report the deficits for permanent party barracks requirements and transient barracks requirements so that the data is available for the two distinct categories of barracks requirements.

**Department of the Navy Response:**

Concur. The R-19 Report will be modified to create two sections, one for permanent party personnel and a separate section for transient personnel. This will require reprogramming the report. Since this process follows an annual cycle, the modifications would be reflected in the NAVFAC NOTE of January 1999.

## **Audit Team Members**

This report was prepared by the Contract Management Directorate, Office of the Assistant Inspector General for Auditing, DoD

Paul J. Granetto  
Wayne K. Million  
Gary R. Padgett  
David L. Spargo  
Cecil B. Tucker, Jr.